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2009 Report of Specific Information Relevant To State of California Salaries of Female-Dominated Classifications

Department of Personnel Administration
Labor Relations Division
Office of Financial Management and Economic Research
1515 S Street, North Building, Suite 400
Sacramento, California 95811



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Overview

Since the passage of legislation in 1980 directing that the State of California report on the status of salaries in female-dominated occupations, there has been continuing progress in closing the State civil service gender pay gap. The Department of Personnel Administration (DPA) finds that over the 29 years following the passage of the original legislation the State has made significant progress. The State's efforts to close the pay gap have been noteworthy. This report shows that as of the end of calendar year 2009 the pay gap has moved from more than 30.5% in 1977 to 15.8% at the end of 2009. This is a 14.7% decrease from 1977.

This report, issued pursuant to Government Code (GC) Section 19827.2 (attached), contains data summarizing this progress. The State Personnel Board's (SPB) management information system provides key statistics on an annual basis to the California Legislature and to the parties that meet and confer on the salaries of State employees.

Background

GC Section 19827.2 requires DPA to review information relevant to the setting of salaries for female-dominated occupations. The intent of the legislation is to establish a foundation for setting salaries for female-dominated jobs based on comparability of the value of work to other classes within State service.

Since 1982, DPA has set salaries and other terms and conditions of employment for the majority of State employees that are found in Memoranda of Understanding (MOU) agreed to in bargaining between the State of California and exclusive representatives. GC Section 3517 provides:

The Governor, or his representative as may be properly designated by law, shall meet and confer in good faith regarding wages, hours, and other terms and conditions of employment with representatives of recognized employee organizations, and shall consider fully such presentations as are made by the employee organizations on behalf of its members, prior to arriving at a determination of policy or course of action.

Under collective bargaining, actions to adjust the compensation of State employees occur through bargaining, including salary adjustments for female-dominated classifications, following the meet-and-confer process. Data in this report shows that since 1982 there has been steady progress in closing gender pay gaps.

DPA adjusts the salaries for employee classes excluded from collective bargaining taking into consideration market driven surveys of large public sector employers, geographical labor market needs, recruitment and retention issues, the employer's ability to pay, internal relationships, and the State salary structure. As demonstrated in this report, the State has made steady progress towards closing the gender pay gap in these classes.

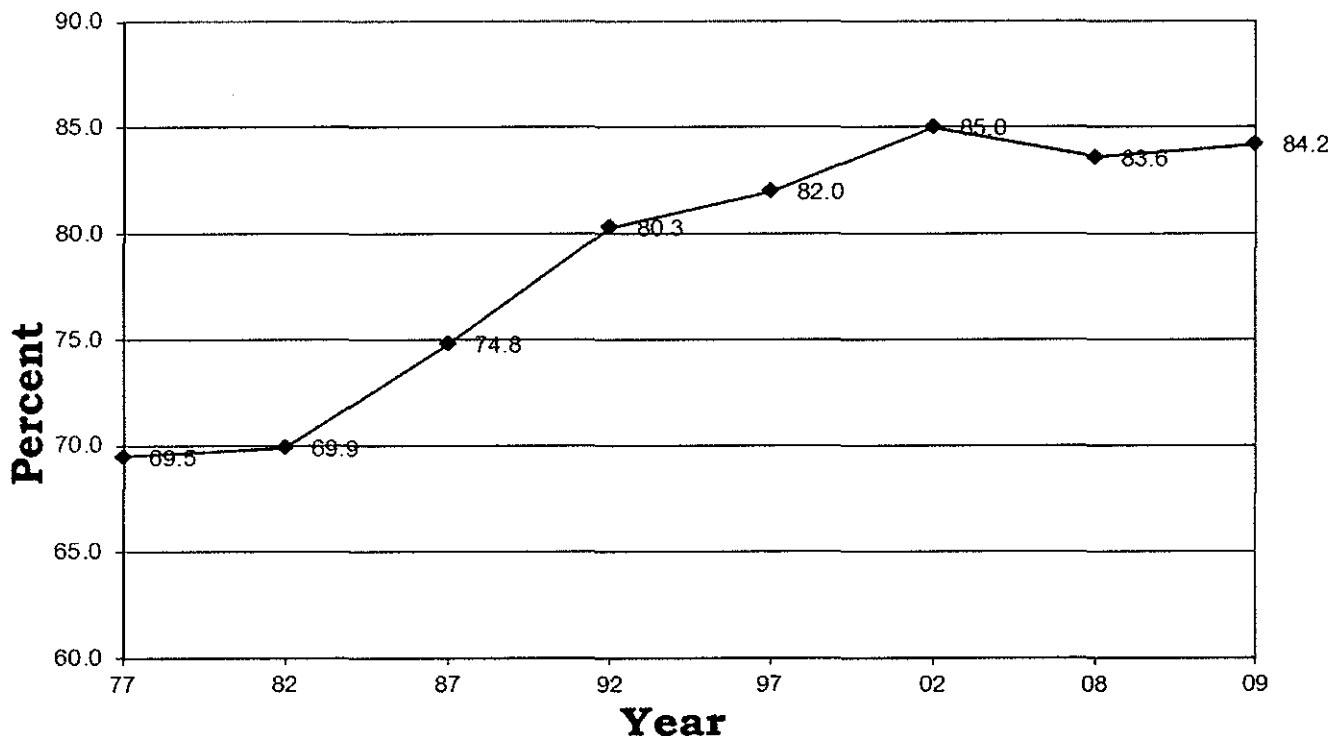
Gender Pay Gap

"Gender pay gap" is the salary difference between male and female workers. Annually the average salary of males is compared to the average salary of females. This "dollar" difference is converted to a percentage difference of the female average to the male average. A gap of 20% would mean that females average 80% of the male average.

The State's gender pay gap is currently 15.8%. That is, men working for the State earn 15.8% more than women working for the State earn. This is lower than the Department of Labor's Bureau of Labor Statistics' (BLS) figure of 19.8%¹ for 2009. BLS bases its figure on the median usual weekly earnings of full-time wage and salary workers, age 16 years and older, in constant 2009 dollars. At the same time, BLS reports the gap between female and male workers in the whole state of California in 2009 was 11.3%.² Therefore, the State's pay gap is greater than the pay gap for workers in California as a whole.

Another way of illustrating the pay gap is to show it as a female-to-male average wage ratio. The average women's salary is presented as a percentage of the average men's salary. In 2009, the average salary of a female State worker was 84.2% of the average male State employee's salary. The BLS female-to-male average ratio was 80.2%. The California ratio was 80%. Chart 1 illustrates how the female-to-male ratio for State workers has grown since 1977.

CHART 1 - GENDER PAY GAP 1977 TO 2009



¹ "Highlights of Women's Earnings in 2009", Table 12. U.S. Department of Labor, Bureau of Labor Statistics, June 2010.

² "Highlights of Women's Earnings in 2009", Table 3. U.S. Department of Labor, Bureau of Labor Statistics, June 2010.

State of California Salary Data

Table 1 shows the average salary for both male and female State employees between 1983 and 2009.¹ Since 1983, the average monthly salary for full-time female employees increased 225% to \$4,989 while the average monthly salary for full-time male employees increased 179% to \$5,927. Based on these findings, the average monthly salary for full-time female employees has steadily risen 46% faster than the average monthly salary for full-time male employees.

TABLE 1 - AVERAGE SALARY, BY YEAR, BY GENDER, FULL-TIME EMPLOYEES

Table 1 - Average Monthly Salary, by Year, by Gender, Full-time Employees

Year	Male	Female	Total
1983	\$2,128	\$1,534	\$1,867
1984	\$2,256	\$1,645	\$1,987
1985	\$2,476	\$1,842	\$2,196
1986	\$2,678	\$2,004	\$2,378
1987	\$2,807	\$2,133	\$2,506
1988	\$2,927	\$2,238	\$2,618
1989	\$3,114	\$2,391	\$2,786
1990	\$3,294	\$2,557	\$2,957
1991	\$3,163	\$2,540	\$2,877
1992	\$3,503	\$2,770	\$3,163
1993	\$3,584	\$2,837	\$3,236
1994	\$3,728	\$3,003	\$3,390
1995	\$3,863	\$3,134	\$3,524
1996	\$3,870	\$3,175	\$3,548
1997	\$3,894	\$3,232	\$3,589
1998	\$3,883	\$3,228	\$3,581
1999	\$4,335	\$3,613	\$4,005
2000	\$4,488	\$3,762	\$4,155
2001	\$4,491	\$3,780	\$4,162
2002	\$4,528	\$3,851	\$4,216
2003	\$4,822	\$4,124	\$4,511
2004	\$4,942	\$4,190	\$4,595
2005	\$5,124	\$4,255	\$4,724
2006	\$5,374	\$4,485	\$4,964
2007	\$5,719	\$4,784	\$5,286
2008	\$5,853	\$4,893	\$5,409
2009	\$5,927	\$4,989	\$5,494
1983-2009	178.5%	225.2%	194.3%

¹ Were only able to find data starting in 1983.

Women in State Service

In 1973, female employees comprised less than 38% of the State workforce. Since 1973, the number of women in the State workforce has increased substantially. Table 2 shows the number of female employees increased from nearly 39,000 to 91,082. This is an increase of 134% in 36 years, raising the percentage of female employees to 46%. There also was a significant overall growth of 90% in the State workforce during this period. Throughout this time, the number of male employees increased from less than 65,000 to 105,868. In 1973, male employees constituted 63% of the workforce, declining to 54% in 2009.

Table 2- Full Time Employment & Percentages and Percentage Increases by Gender, 1977 to 2009

Year	Women	% Women	Men	% Men	Combined
1977	38,935	37.5%	64,914	62.5%	103,849
2009	91,082	46.2%	105,868	53.8%	196,950
1973-2009	133.9%		63.1%		89.7%

Hiring Women

Women have made hiring gains in most job categories. In 2009, the State hired 16,730 full-time employees compared to 8,530 employees in 1977. The percent of women hired increased from 54.9% of all hires in 1977 to 60.4% in 2009. The State hired more women in all occupational categories than in 1977, with the exception of the Clerical and Line Police Officer categories. Table 3 presents the total number of people hired in 1977 and then in 2009. The total number is broken down into percentages. For example, in 1977, 30.2% of new employees were hired into Clerical jobs. By 2009, 20% of new hires were for Clerical jobs. The next two columns show the number of women hired in 1977 and 2009, and the percentage of each job category that was comprised of women. In 1977, women filled 87.0% of Clerical jobs. By 2009, that percentage declined to 82.4%. Data is rounded for some job categories and does not include Career Opportunity Development classes or less than full-time, transfer, or seasonal hires.

TABLE 3 - PERCENT OF HIRES BY STATE JOB CATEGORY

Year		1977	2009	1977	2009
Total Hires		8,530	16,730	4,683	10,112
Job Category		<u>% of All Hires</u>	<u>% of All Hires</u>	<u>% of Category Comprised of Women</u>	<u>% of Category Comprised of Women</u>
Office Support					
	Clerical	30.2%	20.0%	87.0%	82.4%
	Supervisory Clerical	0.8%	0.7%	81.4%	84.4%
	Category Total	31.0%	20.7%		
Crafts & Trades					
	Semiskilled	4.2%	2.7%	0.8%	15.9%
	Crafts/Trades	2.5%	2.6%	0.9%	8.7%
	Supervisory Crafts/Trades	0.5%	0.4%	4.4%	13.1%
	Laborers	0.5%	0.4%	0.0%	3.0%
	Category Total	7.7%	6.0%		
	Custodial				
	Janitor/Custodian	4.5%	2.9%	28.2%	40.8%
	Supervisory Janitor/Custodian	0.6%	0.6%	9.1%	41.8%
	Category Total	5.1%	3.5%		
Professional & Technical					
	Professional	23.0%	29.5%	42.8%	64.7%
	Supervisory Professional	1.3%	1.2%	25.0%	60.5%
	Subprofessional Technical	14.6%	11.4%	59.6%	73.7%
	Supervisory Subprofessional Tech	0.6%	0.6%	27.3%	71.1%
	Field Representative	2.1%	2.9%	15.7%	61.1%
	Supervisory Field Representative	0.0%	0.2%	50.0%	82.4%
	Category Total	41.6%	45.8%		
Law Enforcement					
	Line Peace Officer	2.5%	9.8%	27.8%	22.6%
	Supervisory Peace Officer	0.0%	0.8%	0.0%	21.8%
	Category Total	2.5%	10.6%		
Administrative					
	Administrative Staff	2.5%	12.0%	36.0%	61.6%
	Supervisory Administrative Staff	0.2%	1.1%	26.7%	65.1%
	Administrative Line (C.E.A.)	0.1%	0.1%	28.8%	63.2%
	Category Total	2.8%	13.3%		

Total may not add up to 100% due to rounding

Promoting Women

Data on the promotion of women in State civil service indicates their mobility and illustrates changes in occupational representation. Table 4 below indicates that in 1977, the State promoted 11,286 full-time employees, with 51.5% of these promotions going to women. In 2009, the State promoted 9,453 full-time employees, with 51.4% of these promotions going to women. Promotions have increased in all but six job categories. The percentage of promotions going to women declined in Supervisory Clerical, Semiskilled, Crafts/Trades, Laborers, Supervisory Janitor/Custodian, and Line Peace Officer.

Table 4 – Promotions by State Job Category

Year	1977	2009	1977	2009
Total Promotions	11,286	9,453	5,812	4,862
Job Category	% of All Promotions	% of All Promotions	% of Promotions for Women	% of Promotions for Women
Office Support				
Clerical	24.4%	5.1%	81.8%	86.9%
Supervisory Clerical	<u>15.5%</u>	<u>3.9%</u>	90.7%	85.1%
Category Total	39.9%	9.0%		
Crafts/Trades				
Semiskilled	2.4%	0.4%	6.6%	2.8%
Crafts/Trades	1.0%	1.4%	22.8%	8.8%
Supervisory Crafts/Trades	3.8%	2.9%	0.7%	8.4%
Laborers	<u>0.4%</u>	<u>0.0%</u>	7.1%	0.0%
Category Total	7.6%	4.7%		
Custodial				
Janitor/Custodian	0.7%	0.2%	33.3%	70.6%
Supervisory Janitor/Custodian	<u>0.8%</u>	<u>0.2%</u>	58.7%	13.6%
Category Total	1.5%	0.4%		
Professional & Technical				
Professional	12.3%	10.7%	33.7%	59.7%
Supervisory Professional	14.6%	6.3%	27.0%	52.3%
Subprofessional Technical	4.0%	2.0%	40.6%	67.7%
Supervisory Subprofessional Technical	4.1%	1.5%	50.4%	76.3%
Field Representative	1.5%	2.1%	27.3%	64.5%
Supervisory Field Representative	<u>2.3%</u>	<u>3.5%</u>	16.4%	70.0%
Category Total	38.8%	26.1%		
Law Enforcement				
Line Peace Officer	0.7%	9.3%	55.8%	8.8%
Supervisory Peace Officer	<u>1.6%</u>	<u>11.8%</u>	4.6%	16.7%
Category Total	2.3%	21.0%		
Administrative				
Administrative Staff	5.5%	22.4%	42.3%	66.0%
Supervisory Administrative Staff	2.9%	11.1%	18.3%	64.7%
Administrative Line (C.E.A.)	<u>0.6%</u>	<u>5.2%</u>	7.8%	46.0%
Category Total	9.0%	38.7%		

Total may not add up to 100% due to rounding

Job Categories

The occupational distribution of the State workforce has changed significantly since 1977. The first two columns in Table 5 on the next page shows the percentage of State employees in each major job category in 1977 and then in 2009. Then next two columns show the percentage of women in each job category, in 1977 and 2009. For example, in 1977, 26.1% of all State workers were in Office Support jobs, but 56.9% of all female workers were in such jobs. In 2009, 11.9% of all State workers were in Office Support jobs, and the number of women in such jobs increased to 20.7%

While the percentage of female State workers has increased in a number of jobs, such as all those in Crafts and Trades, the number of female supervisors has actually decreased in some categories. The percentage of women in Supervisory Clerical jobs has decreased from 15.2% in 1977 to 2.0% in 2009. In 1977, 0.8% of women were in Supervisory Janitor/Custodian jobs; in 2009 the number is 0.4%. At the same time, the number of women in Supervisory Professional jobs has decreased from 4.3% to 3.8%.

The percentage of women in Law Enforcement has increased, from 0.7% to 7.3% in Line Peace Officer jobs, and gone from 0.1% to 1.3% in Supervisory Peace Officer jobs. These increases are not greater than the overall increase in Law Enforcement employees, which comprised 7% of the State workforce in 1977 and 19.5% in 2009, in Line Peace Officer jobs, and 1.5% in Supervisory Peace Officer jobs in 1977 and 3.5% in 2009.

TABLE 5 - DISTRIBUTION OF FULL-TIME EMPLOYEES BY JOB CATEGORY

Year	1977	2009	1977	2009
All Employees	103,849	196,950	38,935	91,082
Job Category	<u>% of All Employees in Each Job Category</u>	<u>% of All Employees in Each Job Category</u>	<u>% of All Women Employees in Each Job Category</u>	<u>% of All Women Employees in Each Job Category</u>
Office Support				
Clerical	19.1%	10.8%	41.7%	18.8%
Supervisory Clerical	7.0%	1.1%	15.2%	2.0%
Category Total	26.1%	11.9%	56.9%	20.7%
Crafts & Trades				
Semiskilled	4.0%	2.3%	0.1%	0.4%
Crafts/Trades	2.4%	3.3%	0.2%	0.6%
Supervisory Crafts/Trades	4.0%	1.7%	0.0%	0.3%
Laborers	0.6%	0.3%	0.0%	0.1%
Category Total	11.0%	7.6%	0.3%	1.4%
Custodial				
Janitor/Custodian	2.5%	1.7%	2.1%	1.6%
Supervisory Janitor/Custodian	0.9%	0.5%	0.8%	0.4%
Category Total	3.4%	2.2%	2.9%	2.0%
Professional & Technical				
Professional	16.3%	20.7%	13.0%	22.4%
Supervisory Professional	10.3%	4.4%	4.3%	3.8%
Subprofessional Technical	10.4%	9.1%	12.1%	12.6%
Supervisory Subprofessional Technical	3.2%	0.7%	2.5%	0.9%
Field Representative	2.2%	2.2%	0.8%	2.6%
Supervisory Field Representative	1.9%	0.9%	0.4%	1.2%
Category Total	44.3%	37.9%	33.1%	43.6%
Law Enforcement				
Line Peace Officer	7.0%	19.5%	0.7%	7.3%
Supervisory Peace Officer	1.5%	3.5%	0.1%	1.3%
Category Total	8.5%	23.0%	0.8%	8.6%
Administrative				
Administrative Staff	2.9%	12.9%	2.9%	18.0%
Supervisory Administrative Staff	1.2%	3.8%	0.5%	5.1%
Administrative Line (C.E.A.)	1.0%	0.6%	0.5%	0.7%
Category Total	5.1%	17.4%	3.9%	23.8%
Clerical Job Categories	26.2%	11.9%	56.9%	20.7%
Nonclerical Job Categories	73.8%	88.1%	43.1%	79.3%
	100.0%	100.0%	100.0%	100.0%

Conclusion

Due to California's great efforts to increase the amount of women in the work force and to close the gender pay gap, the amount of women working for the state has increased over 134% from 1973 to 2009. The majority of positions held by women in 1977 were clerical positions. Through the years women have branched out into other job categories. The majority of women employed by the state in 2009 held non-clerical positions. With women branching out to higher paying job categories, the gender pay gap is closing. The gender pay gap has decreased from 30.5% in 1977 to 15.8% in 2009. Though there has been a significant increase in the female work force from 1977 to the present, during the last few years the number of women employed by the state has stabilized.

GOVERNMENT CODE SECTION 19827.2

(a) The Legislature, having recognized December 1980 statistics from the U.S. Department of Labor, finds: that 60 percent of all women 18 to 64 are in the workforce, that two-thirds of all those women are either the head of household or had husbands whose

(b) earnings were less than ten thousand dollars (\$10,000), and that most women are in the workforce because of economic need; that the average working woman has earned less than the average working man, not only because of the lack of educational and employment opportunities in the past, but because of segregation into historically undervalued occupations where wages have been depressed; and that a failure to reassess the basis on which salaries in state service are established will perpetuate these pay inequities, which have a particularly discriminatory impact on minority and older women; and, therefore, it is the intent of the Legislature in enacting this statute to establish a state policy of setting salaries for female-dominated jobs on the basis of comparability of the value of the work.

(b) The department shall review and analyze existing information, including those studies from other jurisdictions relevant to the setting of salaries for female-dominated jobs. This information shall be provided on an annual basis to the appropriate policy committee of the Legislature and to the parties meeting and conferring pursuant to Section 3517.

(c) For the purpose of implementing this section, the following definitions apply:

(1) "Salary" means, except as otherwise provided in Section 18539.5, the amount of money or credit received as compensation for service rendered, exclusive of mileage, traveling allowances, and other sums received for actual and necessary expenses incurred in the performance of the state's business, but including the reasonable value of board, rent, housing, lodging, or similar advantages received from the state.

(2) "Comparability of the value of the work" means the value of the work performed by an employee, or group of employees within a class or salary range, in relation to value of the work of another employee, or group of employees, to any class or salary range within state service.

(3) "Skill" means the skill required in the performance of the work, including any type of intellectual or physical skill acquired by the employee through experience, training, education, or natural ability.

(4) "Effort" means the effort required in the performance of the work, including any intellectual or physical effort.

(5) "Responsibility" means the responsibility required in the performance of the work, including the extent to which the employer relies on the employee to perform the work, the importance of the duties, and the accountability of the employee for the work of others and for resources.

(6) "Working conditions," means the conditions under which the work of an employee is performed, including physical or psychological factors.

(d) If the provisions of this section are in conflict with the provisions of a memorandum of understanding reached pursuant to Section 3517.5, the memorandum of understanding shall be controlling without further legislative action, except that if the provisions of a memorandum of understanding require the expenditure of funds, the provisions shall not become effective unless approved by the Legislature in the annual Budget Act.